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THE ORGANIZATION AND ADMINIS- TRATION OF A STATE'S INSTITU- TIONS OF HIGHER EDUCATION

A STUDY HAVING SPECIAL REFERENCE
TO THE STATE OF TEXAS

BY

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OF

ORGANIZATION FOR THE
ENLARGEMENT BY THE STATE OF TEXAS OF ITS
INSTITUTIONS OF HIGHER EDUCATION

ENDOWED UNDER THE AUSPICES OF
THE ALUMNI ASSOCIATION OF THE UNIVERSITY OF TEXAS



ADVANCE SHEETS
PART I.

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All bulletins published by the Organization for the Enlargement by the State of Texas of its Institutions of Higher Education are intended to stimulate critical thought. In order that correct conclusions may be reached the Board of Control would welcome carefully considered communications discussing the problems treated in such publications, or any other questions concerning the State's work of education.

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CONTENTS

PART I

FEATURES OF ORGANIZATION FOR WHICH THE STATE LEGISLATURE
IS RESPONSIBLE

I. Prerequisite Conceptions.....	1
II. The Texas Institutions—A Better Remedy than Consoli- dation for Rivalries Before Legislatures—The Ques- tion of “Duplication”.....	5
III. Inexpediency of a Central Board of Control —Historical Summary—The Only Needed Adjust- ment of the Texas System.....	9
IV. State Normal Schools—Schools for Defectives.....	18
V. Voluntary Co-operation—Timely Suggestions:—Appor- tionment of the Tax; Co-operation by Federal Gov- ernment;—with Colleges;—with Theological Seminaries;— by Individual Citizens.....	27

PART II

INTERNAL ORGANIZATION AND ADMINISTRATION

I.	
II.	
III.	
IV.	
V.	

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PART I

FEATURES OF ORGANIZATION FOR WHICH THE STATE LEGISLATURE IS RESPONSIBLE

I. PREREQUISITE CONCEPTIONS

In a previous study, published March 28, 1912, the present writer offered the first results of his endeavors to fulfill the duties and opportunities of "Secretary for Research" for the Organization he has the honor of serving. That investigation, entitled "A Study of the Financial Basis of the State Universities and Agricultural Colleges in Fourteen States," contributed, as its main object, a reliable practical calculation of the amount of money that must be supplied annually by the State of Texas for the support of its three institutions of higher education, if the people of this State desire to secure for themselves the average serviceableness of the corresponding institutions "in all the States that have seriously undertaken to secure efficient services from such institutions."

Of course, efficiency depends more upon the wisdom of persons than upon the financial basis, but it was not possible in a statistical discussion to take the wisdom factor into account. The present study enters the domain of judgments based upon principles and practical experience, as distinguished from calculations based upon statistics, yet even here it is possible only to consider arrangements conducive to good results. In the ultimate execution of any design it is the individual that counts. We are prone to put too much faith in systems, and look too little to men. Still, a bad system of organization demoralizes the co-operative

spirit of the group and leads to the selection of weak or bad individuals.

It is needful—today in America—to pause at the outset of any serious discussion either of organization or administration, by a man who does not share the prevalent notion that organization and administration mean the same thing, to explain the very ideas to be invoked by the words. It is the confusion of those ideas, and not “education” that is really “the great American superstition.” The misconception is manifested in almost every social or political movement. The desire to ‘do things’ is seldom directed by knowledge of the importance of accomplishing them through proper agencies. Or, only some nearest relation or particular consequence of a measure is regarded, and its distant connections or permanent tendencies are ignored. Associated with the main misconception, in educational affairs, has been the notion that “executive ability” is a thing apart from and independent of masterful knowledge of the business in hand. Also, because financiering combinations have been successfully administered without being truly organized, it has been supposed that universities (and school systems) could be prospered in like manner. In this error it has been forgotten that a dividend was the simple object and criterion of success in the financiering combination; whereas a university should be a true organism, not a mere combination, and its parts can healthfully subsist only in an atmosphere of confidence and fellowship and through spontaneous mutual service.

In an organism it is not sufficient that there should be a separate agency for discharging every essential function, nor is the right idea completed by adding the conception of the proper autonomy of each organ. Genuine organization requires, besides both of those characteristics, that every organ should sympathize and co-operate with every other organ. The administrative organ of the entire organism can not fully or rightly discharge its function unless that condition exists.

If disorganization has occurred at any other point, the administrative function strives to restore the local responsibility and the general harmony; but in the wise order of nature administration is not conceived as begun with respect to any such deranged part until both its local responsibility and the general harmony have been restored—that is to say, until it has been organized again. On the other hand, if a university or college president acts as an autocrat usurping or inhibiting functions not his own, or if all within the sphere of his administration can not depend upon his competency and courage and on his absolute fidelity in transmitting the communications from part to part made through him and on the complete truthfulness of his statements to any part concerning another part,—then such a university, however busily administered, is disorganized at its most vital point; and its condition is, in the strict sense of the word, *insane*, and comparable to the condition of a body administered by a brain whose reports, messages, and commands are faithless, conflicting, founded in vain conceits.

Disorganization of a different sort, but equally injurious, ensues, if a governing board transgresses its proper legislative function. Supreme power of every kind, subject only to the law of the land, is necessarily vested in the governing board; but nothing short of an incurable state of insurrection could justify the assumption of administrative functions normally committed to the executive officer of the board and to the faculty. The condition is comparable to the suspension of a country's regular laws and the proclamation of martial law. Any overstepping of the bounds of its proper function should be recognized as a last recourse by the governing board of an educational institution. Such a remedy is applicable only to a desperate disorder, because the remedy would be worse than the disease in any case less than desperate.

Worst of all may be the disorganization superinduced by improper exercise of power by a state legislature. Such disorganization is absolute and permanent, and without remedy until the

institution involved is, as it were, refounded by another legislature. There is, indeed, truth in the Greek maxim, "No law is a good law unless it is has good executors"; but Commissioner Draper, of the State of New York, speaks out of an abundance of experience and observation when he says: "Troubles in administration [of educational institutions] seldom come from the presence of vicious characters; they arise from a confusion of powers and prerogatives, and from a disposition which men seem to have to direct matters the most about which they know the least. When powers are based upon principles the troubles will largely disappear." The fundamental principle for the case in question, is that the legislature ought never to infringe upon the sphere of administration. It is the part of the legislature to create a governing body for the institution, in the way which seems to it best calculated to secure the most competent and faithful executors of the State's general purpose. Such an organ having been created, to it should be committed the government and control of the institution. It is the function of the board of control to govern the institution, and to supervise the administration of all its enterprises in accordance with a soundly organized procedure. The legislature, of course, retains a regulative power which, normally, ought to be exercised only in its decisions concerning appropriations of money in addition to the proceeds of an established tax, for new developments recommended by the executive board.

II. THE TEXAS INSTITUTIONS

The scope of the study here presented must be limited by its immediate reference to the existing state institutions of higher education in the State of Texas. It would be superfluous to include modifications of organization applicable only to the private corporations of endowed or denominational institutions. The individual permanence and autonomy of the three institutions already established by the State of Texas—University of Texas, Agricultural and Mechanical College of Texas, State College for Women—might, without rashness, be assumed; but it will be advantageous to consider the question thoroughly.

All the arguments advanced in favor of combining two or more state institutions of higher education in one university, or in favor of one central board of control for separate institutions, reduce to two: (1) duplication of work, and (2) injurious rivalry before legislatures in ever-recurring scrambles for appropriations.

The second argument refers to a serious evil in many States; and, if there were no other remedy for the evil, decisive weight might attach to this argument in spite of many valid objections. But there is a better and unobjectionable remedy for the evil. A state tax for the institutions of higher education, definitely apportioned between them by the law levying the tax, would remove entirely the ground of the argument in question. This is the only right arrangement for applying the state's support, and it also represents the best practice. It is remarkable that this effective remedy seems not to suggest itself to advocates of concentration or of central boards.

There remains the argument founded on duplication of work. My study of many published discussions of the question has not discovered a single attempt to estimate the extra cost of "duplication." Even as strong a man as President Van Hise contents

himself with assuming that duplication causes such waste that separate institutions must be consolidated, or that the objectionable central boards "are inevitable." In my judgment the case is by no means so bad or so hopeless. Speaking of a separate university and agricultural college, it is exclaimed, "Each of these institutions must have a department of physics and a department of chemistry," also that there must be "in each studies in English and economics, French and German." Such exclamations are not arguments. In cases where each institution has overcrowded laboratories and insufficient teaching force, how would the cost be materially reduced by removing to one of them the students at the other? Certain administrative and overhead expenses are indeed duplicated; but they are not sufficient in amount to compel a reckless ignoring of strong affirmative reasons, where such exist, for the continuance of deeply-rooted historical developments. Enormous size does not make an institution great, neither does it insure economy, or efficiency, or desirable progress.

President Van Hise opened his address to the National Association of State Universities, at Minneapolis in October, 1911, by saying: "So far as I know, there is a general consensus of opinion among educators that it is advantageous to make a single university for a given State. The separation of a part of higher education into a university, another part into an agricultural and mechanical college, another into a school of mines necessarily results in duplication." Everything implied in this statement, except the fact of "duplication," may be questioned, as was pointedly developed in the discussion that followed. One of the speakers (the president of a State university whose experience includes eight years' service as the president of an agricultural college) differed diametrically, holding: "It would be to the disadvantage of the agricultural interests of the country if all agricultural colleges were made parts of the State universities." Referring to a particular institution, he was of the opinion that it did "more for the particular purpose for which it was instituted by very

reason of its separate existence." But it might be granted that, abstractly, or as an original design, one comprehensive university should be preferred to more than one institution, yet it would not follow that several established institutions ought always to be reduced to one.

Texas may well determine that no "School of Mines," or any new department, shall henceforth be established as a separate institution; but it may also rest contented with the historical developments which have created its State University, A. and M. College, and State College for Women. The question of duplication would become serious for such institutions only at the stage of graduate departments, and in the case of certain technical branches that require very costly equipment. No school of mines, for instance, ought to be duplicated in them. Graduate departments in the full sense have not yet come into existence in Texas. The necessary means for graduate work, such as would justify advanced students in seeking in this State the specialist's degree (the doctorate), have never yet been provided. When such developments are made possible for the University of Texas, there should be little danger of wasteful duplication in the other state institutions. If the scramble before each Legislature to continue a precarious existence is replaced by a state tax, the proceeds of which are apportioned by law, rational hopes may be cherished that the separate institutions will be administered so that the cost will not be seriously increased by duplication, and that mutual stimulation will conduce to a steadily improving service. In the second part of this study (treating of internal organization and administration) will be indicated far more wasteful application of teaching force than could be involved in duplicated undergraduate work of two institutions.

Finally, while duplication beyond undergraduate work is generally to be avoided by state institutions, in regard to others it should be understood that even total duplication is often consistent with true economy and with thoroughly wholesome conditions. The

establishment of Leland Stanford undoubtedly helped the University of California immeasurably, and the University of Chicago still more definitely and effectively assisted the University of Illinois. The president of the University of Illinois himself testified last July in an address before the National Education Association, that the "foundation of the University of Chicago, by the bold and striking way in which it raised high aloft the standard of science, gave an impetus to the university idea which made the work of [all the surrounding universities] more adequate and more easy." It is a matter of high congratulation for the people of Texas that the Rice Institute of Literature, Science, and Art is going to "duplicate" many of the undertakings of our State institutions. The Johns Hopkins University with half the endowment of the Rice Institute caused a great uplift in every important institution of learning in the United States. Although no such unique opportunity is open to the Rice Institute, its untrammelled self-government, and the comprehensive views and lofty ideals and practical purposes already indicated by its management, constitute very valid grounds of hope that the parallel activities of this new institution will in due time prove to be most beneficial to all other enterprises for higher education in Texas.

There is a matter that ought never to be confused with the question we have briefly discussed, which I shall not take up in this study at all. It is so special, and in some States so important, that it should be treated in a study devoted to it alone. I refer to cases in which some "school" of a university, such as its school of medicine, and the main body of the university are situated in different localities. It may be remarked in passing, however, that the idea and practice recently wrought out by the University of Michigan offer to any one desirous of studying the organization and conduct of university schools of medicine the most significant lessons to be found in this country.

III. INEXPEDIENCY OF A CENTRAL BOARD OF CONTROL

Logically, the notion of a central board of control has been disposed of by showing that duplication of undergraduate studies in separate institutions is not injurious and may be advantageous, and by pointing to a better and surer remedy for the evil of incessant rivalries before legislatures. Nevertheless, it will be advantageous to discuss directly the subject of a central board, if only because logic is generally ignored by persons who are ever ready to propose some act of a legislature as a cure for every difficulty.

Respectable advocates of a central board of control all see great evil and greater risk in such a board, but they deem it a lesser evil than "duplication" and "rivalry before legislatures." Such is the attitude of President Van Hise, whose paper upon the subject, already referred to, comprises everything that could be found in less vigorous discussions favoring a central board of control. He considers the dangerous central board inevitable unless university and agricultural college are united in one university, or overlapping is kept at a minimum. Like everyone else, he has only two arguments. Those arguments, having been dealt with, the gloomy prophecies based upon them fall with their foundations. If the "rivalry" argument be removed by an automatic division of a state tax, it is difficult to conceive how a vague objection to "duplication" could be deemed more weighty than the downright objections to a central board which he himself indicates, to say nothing of others that exist.

The following objections are acknowledged by President Van Hise:

"If there be a central board which is to govern several institutions at different localities, it will be impossible to get the best men of a State to give sufficient time to master the details in reference to them. (They

would be unwilling to take a position involving responsibility for several institutions at different localities.) Further, if compensation be offered, the fact that the service is not free will make men of the highest type reluctant to take positions on such boards. To illustrate: at the University of Wisconsin, for many years, we had the services of Colonel William F. Vilas. No cash estimate of the value of this service can be made. The larger part of his estate will also finally go to the university. Nothing could have induced Colonel Vilas to accept the place of regent with compensation. If compensation of a board be small, it will be composed of inferior men; if it be large, places on the board will be sought by unfit men, and it will be extremely difficult to fill the positions without political interference."

"A difficulty with central boards, which has appeared as a result of experience, is that some of the men are interested in one institution and others in another; and this has led to trading back and forth in grants to the different institutions."

"It is possible in such a board to have the special friends and champions of each of the institutions, and then you have the same collisions and collusion of interest that you have in a city council or other bodies of similar character."

"Another difficulty with central boards created at one time is that a break is thus made in the continuity of the government of an institution. The recognized aims and practices which have grown up through many years are likely to be ignored by a new board having no knowledge of or experience with the several institutions which they are to govern."

"It is not wise to separate educational and financial control. . . . Iowa has attempted to meet difficulties by creating a non-paid central board, and outside of this board a finance committee of three, which in large measure administers the institutions under the general principles laid down by the board. Under this plan a finance committee may be advantageous where a central board is inevitable, but undoubtedly there are grave dangers in such a committee; for whenever there is a financial board giving full time to the administration of educational affairs there is a constant tendency for them to take the initiative in reference to policies, and to supervise and circumscribe the faculty in their educational work in a manner which is wholly unwarranted, and is contrary to the best interests of higher education."

"An additional difficulty, as shown by experience, is that there is a

tendency in a central board to place the normal school in the same position of dignity as the university." [This refers to the practice in several States of putting totally disparate institutions under one board. The limit of that mistake is reached when university, agricultural college, normal schools, schools for blind, deaf, and feeble-minded, and reform schools are put under one board.]

Historical Summary

The States that have had any experience with central boards of control are Florida, Georgia, Iowa, Mississippi, Montana, Oklahoma, Oregon, South Dakota, West Virginia. Their practices, in my judgment, represent the worst possible devices. The opinions of men dependent upon the central boards are conflicting, but the short histories reveal only warning examples. The vagaries of rash legislation in the respective States are summarized as follows:

Florida.—Bad conditions called for some remedy, and doubtless some of the institutions ought to have been abolished. All existing institutions were abolished, and a state university including normal school for men, a State College for Women, an A. and M. College for Negroes, a Normal Colored School, and an Institution for Blind, Deaf, and Dumb were established. The permanent arrangement for the government of these institutions is perhaps the worst that could be devised. One board of control was put over them all, of five members, none to be appointed from any county in which any of the institutions is located; but this board was made "at all times under and subject to the control and supervision of the State Board of Education." The latter consists of Governor, Secretary of State, Attorney General, State Treasurer, and State Superintendent of Public Instruction. Although a sovereign State has committed this act, the mere statement of its provisions sufficiently exposes its errors. Satisfaction with the enlargement of the university resulting from the abolishment of several weak and low-grade colleges may blind some eyes to impending evils; but the strife, and the deadlock over the election of the president of the university, already experienced, are but foretastes of worse evils yet to come. For details the reader is referred to President Pritchett's fourth annual report to the Carnegie Foundation for the Advancement of Teaching.

Georgia.—All institutions (white and negro) including normal schools

are branches of the university, and under a board consisting of the trustees of the University of Georgia, the presidents of each institution concerned (except the university), the Governor, and George Foster Peabody. There is no need of the Chancellor's testimony that "the method of government involves many difficulties."

Iowa.—In 1909 a law was enacted which put the University of Iowa, A. and M. College, and State Teachers' College under a board composed of nine members, to be appointed by the governor. It is provided that not more than one alumnus of any institution concerned shall be on the board. The board appoints a finance committee of three, not members of the board, nor more than two from one political party, at a salary of \$3500 a year and expenses. President Van Hise's just criticism of the last mentioned feature has been quoted. It may be noted (without prejudice) that, during the first year of the board's authority, the president of the university, the president of the agricultural college, and the dean of the law school resigned.

Mississippi.—In 1910 four institutions were put under one board of eight appointed by the Governor.

Montana.—In 1909 all educational institutions, including orphans' home, school for deaf and blind, and a reform school, were put under a board of education of eleven members, eight appointed, three ex-officio. A subordinate local board of three members is provided at each institution, one of whom is the president of the institution. The local board can not expend for a single purpose an amount exceeding \$250. But there is a further complication: the ex-officio members of the board of control (Governor, Attorney General, Superintendent of Public Instruction) constitute a separate and supreme board in all financial matters. President Van Hise judges that this Montana way shows "a larger number of objectionable features than any other system." Recalling my own assignment of Florida to that bad eminence, I stand corrected. They are on a parity except that Montana adds the petty local boards, and also adds a penal school and orphans' home to the school for blind and deaf and the other institutions.

Oklahoma.—In 1911 the Legislature created a State Board of Education consisting of the Superintendent of Public Instruction and six other members serving without salary appointed by the Governor. The ex-officio member has his salary of \$2500. Absurd as it may seem, this board is required to exercise exclusive supervision and control over the whole common school system (including duties of a State Text-Book

Board, and a board of examiners for issuing teachers' certificates), and over eighteen different institutions, viz., state university, two preparatory schools, school of mines, college for girls, six normal schools, agricultural and normal university for negroes, school for blind, school for deaf, school for feeble-minded, school for orphans, reform school, and an orphanage and school for defectives for negroes. The agricultural colleges were not put under this board because the Constitution placed them under the State Board of Agriculture. The short but stormy history of this application of the central-board-of-control idea may be read in President Pritchett's sixth annual report. The heads of six of the institutions, including the university, and more than half of the members of their faculties were summarily removed. Some removals were made against the advice of both the removed and the new presidents. The new appointees were chosen by the Board, without nomination by responsible administrative officers, from "applications" made directly to the board. It would be irrelevant to consider the merits or demerits of individuals involved. If it were granted that all persons dismissed were either injurious or inefficient, it is certainly incredible that the majority of the new appointments, derived as stated, could have been made wisely. Good intentions on the part of members of the board does not ameliorate the situation. The method of procedure was fatally wrong. The condition of the patient may have been very bad, but the intended remedy must prove worse than the disease. President Pritchett says of the situation: "No real university can exist under such conditions." President Van Hise says, that, for the present, "it would be extraordinary if any man of ability who has a fair place in another State should accept a position in any of the educational institutions in the State of Oklahoma."

Oregon.—A board of four, appointed by the Governor, known as the Board of Higher Curricula, passes on all the courses offered at the university and at the agricultural college. It is in the power of this board to determine absolutely what work shall be given at each institution.

South Dakota.—An appointed board of five members, salaries of \$1000 a year, govern the University, A. and M. College, School of Mines, and three normal schools. A number of difficulties have been experienced.

West Virginia.—A board of regents, consisting of four appointed members with salaries of \$1000 and the State Superintendent, was created in 1909 to govern the university, agricultural college, two preparatory schools, six normal schools, and two institutes for negroes. But *the same act of the legislature* created a board of control of three, appointed,

salaries \$5000, to have full control of charitable and penal institutions, and also "control of the financial and business affairs" of the educational institutions. This control goes to the extent of approving salaries of the teaching force, or naming a total amount to be paid for instruction. The board of regents is required to meet with the board of control when the latter so desires. Every feature of this law violates fundamental principles. After its adoption the university president resigned, and one of the members of the board of control was put in his place.

Kansas.—The Legislature of Kansas recently passed an act abolishing the boards of regents of the university, agricultural college, and normal schools, and creating one board of control of three members. The Governor vetoed the act. Chancellor Strong of the University of Kansas, writing in October, 1911, says: "Agitation over duplication led to the introduction into the last legislature of several bills. Some contained grotesque features. The bill [that was passed] provided for a board of control of three persons, to receive \$2500 per year each, the board to elect, outside of its own number, an educational expert to act as its secretary, at the same salary. Each member was to give his entire time to the work of the board. . . . There were then serving upon the different boards of regents some of the ablest men in the State, whose services could hardly have been secured at any price if one had attempted to hire them. The positions contemplated by the new bill were offered to several of these men and refused. The Governor was told that, while they would gladly serve the State for nothing on an honorary board, they could not under any circumstances accept a position like the one indicated. . . . The Governor took counsel by telegraph with many university administrators, who, almost without exception, advised against the bill. The grounds of objection were, in the main, first, that the provision for an educational expert as secretary would almost certainly interfere with the internal administration of the institutions, and produce friction and inefficiency; secondly, that a salaried board, especially at the salaries indicated, would bring mediocre men . . . ; thirdly, that the method proposed would almost certainly invade the real personality of each institution, take away its fundamental and individual characteristics, and so deprive it of its real independence. . . . As it was expressed by one college administrator, the University of Kansas needs to keep its own soul as much as Harvard does. . . . The bill was vetoed." Vice-President Carruth summarized the history for the National Association of State Universities as follows: "We were threat-

ened last winter with what is known as the Keene bill. A board of control of three members at salaries of \$2500, with an 'educational expert' as secretary at the same salary, was to manage our state institutions of higher education—to be placed over the heads of these institutions, each of whom commands a salary of \$6000. You can anticipate what the results would have been. But I want to say that the State of Kansas owes a debt to the members of this Association. Governor Stubbs sought advice from many of you; and the Governor deserves to be highly commended for seeking competent counsel and then following it. Your advice, together with the earnest protest of the chancellor of our State University, resulted in the vetoing of the bill and the saving of our State and university, for the present at least, from the threatened calamity."

The Governor, before vetoing the bill, asked the board of regents of each institution whether, if he vetoed the Keene bill, they would voluntarily organize the three boards into a commission, to consult on the general welfare and make recommendations to each separate board as might seem wise, authority still to lie in the separate boards. There is, therefore, in Kansas an extra-legal commission, of which the Governor is chairman, made up of all the members of three boards of regents. Its counsels have resulted in a uniform system of accounting and business management. Committees are working on various internal problems.

President Van Hise says: "The most serious danger of a commission such as that of Kansas, composed of an equal number of representatives from each board, is that several weaker institutions may unite against a stronger one and so prevent its growth. . . . Each having equal representation upon the commission, the representatives of the institutions other than the university may unite and unduly limit the scope of the university; not only so, but they may recommend more than proportional support for the weaker institutions, and aim to make them the equals of the university." This is certainly wise foresight, and many other evil contingencies are equally foreseeable. It is, therefore, surprising that the same writer should conclude his remarks by saying: "If it works out that the recommendations of the commission are reasonably respected by the different boards, the natural step would be to legalize the commission and give its actions the sanction of law." I understand him to use "natural" in a commendatory sense; but, in my judgment, the statement that such a step is the natural course, is to assert that only folly is to be expected of state legislatures. Voluntary consultation and co-operation is always desirable. It is undoubtedly the

proper course, especially upon certain occasions. But why,—in the name of sober intelligence,—if voluntary consultation works well, should it be “natural” to replace it by compulsory subjection to a joint commission, or any other sort of central control?

Minnesota.—There is only one comprehensive state institution of higher education in Minnesota, and the question of a central board of control could not arise. Yet that State has had an experience which is both interesting and encouraging, in its bearing on the question of a dual control of any one institution. In 1901 a board of control was put over the regents of the university in all financial transactions. The regents resisted for two years, but their attempt to relieve the university failing in 1903, they became subject to the board of control. “After two years’ trial, conditions were such as to make further continuation of the arrangement wholly intolerable.” In 1905 the legislature, by a nearly unanimous vote, gave the long sought relief. One bad consequence of the original mistake of 1901 remains. In the placing of insurance, purchase of fuel, and erection of buildings the board of regents still remains subject to another state board. The legal theory that the board of regents is incompetent or untrustworthy for buying insurance and fuel, is irritating; but those matters are so petty that they could not cause directly any serious misgovernment. New buildings, on the contrary, are important affairs, and are so intimately connected with the educational work for which the institution is conducted that a separate government of that matter must have many injurious consequences.

The preceding paragraphs have briefly summarized all experience with central boards of control. President Van Hise admits that the experience has not been encouraging. I understand that his own preference, where consolidation in one institution is not practicable, is for co-operation through “a commission composed of representatives of each of the institutional boards.” But his conclusion is that, where consolidation is not practicable, it is so “necessary to have sharp delimitation of scopes (to avoid overlapping), and co-operation in financial requests to the legislature,” that “if co-operation be not successful, central boards are inevitable.”

We are left to marvel why so bad an end is inevitable, even if

living, thriving institutions refuse to give up their separate existence and continue to duplicate or parallel some of the teaching that is done in a university. Is it to be supposed that everywhere men will see those evils of a central board of control which President Van Hise himself mentions, not to mention many others, only to forget them? Will "duplication" or "overlapping" seem such a horrible idea to everyone, or a little extra expense appear so fearsome, that, to escape them, the known evils of a central board will be embraced?

If duplication were truly an essentially bad and wasteful thing, the only wise course would be to abolish our A. and M. College and College for Girls and confine the State's higher educational work in one university. Happily, no one need think so ill of "duplication" or even of "overlapping." In no event, it seems to me, would it be wise either to abolish our properly independent boards of regents, or to subordinate them to a superior board of control. There is no need to add to the reasons already stated, to show the inexpediency of a central board, either with or without inferior boards; but concerning the latter I may add one important consideration, not yet mentioned, to wit: desirable men would, in general, refuse to serve on the subordinate boards.

The only needed adjustment of the established organization of the independent governing boards of the three Texas institutions concerns the two-years term of office of regent and the simultaneous expiration of the terms of all the members of each board. A constitutional amendment permitting thorough correction of those defects has been already submitted to the people and will be voted on in the approaching general election. If the pending amendment to the Constitution is adopted, and if the legislature follows it by fixing the terms of office at six years, one-third of the members of each board to be appointed every two years, Texas may well rest satisfied with its present system of governing boards for its state institutions of higher education.

IV. STATE NORMAL SCHOOLS

The importance of the enormous work of preparing, as well as may be, teachers for the common schools could hardly be over-estimated; but there is especial need at the present time to consider the question calmly and with discriminating knowledge. State normal schools have a peculiar purpose, which is carried out best under a distinct organization. In government they ought never to be combined with universities and advanced schools of technology. Like all other institutions, they should never be governed by ex-officio boards; but several state normal schools may, with some practical advantages, be put under one board of control. Only those who do not understand educational work in its different spheres will confuse this case with that of universities and agricultural colleges. In the case of normal schools it is for the very reason that "duplication" is thoroughgoing, that one board of control for all of them may be advantageous. A wise board will never impose or admire exact uniformity; but will encourage spontaneous variations suitable to local conditions or to different faculties. Yet the main purpose of the normal schools is so special and so identical for all, and the policy of the State to deal with them on a parity is so fixed, that the superior chances of improvement through free variation under separate boards, may properly be sacrificed to the simplicity and harmony attainable through one governing board.

Until recently the state normal schools of Texas were governed by an ex-officio board of three members. In 1904 the present writer, in his biennial report as State Superintendent of Public Instruction, advised the Legislature: "It is unwise to burden the Governor, Comptroller, and Secretary of State with the detailed executive control of the state normal schools. The public inter-

ests would be subserved by the enactment of a law directing the Governor to appoint a normal school board of five members to manage and control the state normal schools, whose terms of office ought to be the maximum allowed by the Constitution." Six years passed before that progressive step was taken by the First Called Session of the Thirty-second Legislature. The present "State Normal School Board of Regents," however, consists of four appointed members and the State Superintendent of Public Instruction. It would, of course, have been wiser to have provided that all of the regents should be appointed; but the Texas boards are now freer from ex-officio members (the only other instance being the Commissioner of Agriculture on the Board of Directors of the A. and M. College) than is the case in the majority of the States. In such matters it is usually advisable to 'let well enough alone.' The pending amendment to the Constitution, already mentioned, covers all the "educational, eleemosynary, and penal institutions of the State." If that amendment is adopted, and the Legislature puts it into effect by lengthening the term of office of the regents or trustees of all the State institutions to six years, one-third of the members of each board to be appointed every two years, there will remain no serious defect in the organization of any of the governing boards.

It has been the simultaneous expiration of the terms of all members of the boards which in theory have governed the schools for defectives and penal institutions, that has in fact, in the past, precipitated those institutions into the arena of political office-seeking, and put upon the governors of the State the burden of their patronage. Such complications would be obviated by the appointment every two years of only one-third of the members of the boards in question. Those boards would forthwith acquire the dignity and independent responsibility of the regents of the higher educational institutions, and succeeding governors of the State would be relieved of a burden hitherto imposed upon them by an evil custom.

It is not within the scope of this study to deal with the internal organization or work of normal schools; but there is one question concerning their correlation with universities, which needs to be made clear. The question is of great importance everywhere, and, from it, at the present juncture in Texas, might arise a crisis involving the whole future of the State's educational enterprises. A strong movement is afoot among us for the uplifting and expansion of educational institutions of every sort. It behooves all upon whom responsibility rests, or who assume responsibility for the definite measures that must finally express the vision and enthusiasm of the movement, to attain clear views of both means and ends.

A tendency has appeared in several states (e. g., Illinois, Kansas, Colorado) to turn their normal schools into colleges granting degrees. Simultaneously many universities, including nearly all flourishing state universities, have established departments or schools of education. The University of Texas organized its "Department of Education"* in 1907, and it has been standardized by its present admission requirement of two years (ten courses) in the College of Arts.

If the state normal schools were to be transformed into colleges, there would ensue a double duplication between each of the normal colleges and the university which would truly be extravagant if the work were honestly performed, or be a dishonest travesty if the transformation were only 'on paper.' There is almost unanimity of expert opinion that any attempt to transform state normal schools into colleges is "most unfortunate." In discussions of the question by the National Association I find only one dissenting voice, and that dissent arose, apparently, through the confusion of two questions, the second being whether high school

*The nomenclature adopted by the National Association of State Universities would employ the term *School of Education*. For the definitions of several such terms see page —?.

teachers ought always to be college graduates. It came, moreover, from one of the state universities of Ohio, a state in which conditions are confusing for any comparison with other states. Ohio maintains three state universities, Ohio University, Miami University, and the Ohio State University. About ten years ago it was deemed expedient to largely specialize two of those institutions by establishing a high class "normal college" at Ohio University and another at Miami University, in addition to several ordinary state normal schools. Evidently these normal colleges in Ohio are analogous rather to the School of Education of the usual state university than to the usual type of state normal schools.

The third year of college teaching demands for its various departments a large staff of men of high rank. There begins the work of the college which advances to the expensive stage. The accordant correlation of the normal school and the university seems clear. Under favorable circumstances (primarily dependent upon adequate appropriations) the state normal schools might be advantageously expanded so as to cover the first two years of the college. If that expansion is established, the courses in professional training should be made optional in the normal schools, so that students might transfer from the state normals to the university, and obtain a degree in the latter in two more years. The number of students in the normals would be so increased, that the faculties of those schools would be adequately strengthened. The work of the first two college years might thus be suitably performed by the State at several points. The expense would probably be less than if all such instruction were concentrated in the university,—certainly less to the students concerned, if not to the State. There may be, also, some freshmen and sophomore students who might, for other than economic reasons, better get the first two years of the college course in the smaller schools, than in the university.

As far as I have been able to learn, only one state has expressed

this principle in a law. Wisconsin's legislature last year enacted the following law: "The board of normal school regents may extend the course of instruction in any normal school so that any course, the admission to which is based upon graduation from an accredited high school or its equivalent, may include the substantial equivalent of the instruction given in the first two years of a college course. Such course of instruction shall not be extended further than the substantial equivalent of the instruction given in the first two years of such college course without the consent of the legislature." That act of the legislature was accompanied by a large increase of appropriations for the normal schools, in order that they might have the necessary means to do effectively the first two years of college work. The regents of the Wisconsin normal schools have announced that "professional studies" will no longer be required of all students, and that they will hereafter conduct two full years of college work, as well as the professional curriculum.

It should ever be borne in mind that any provision for, or permission of such expansion of the state normal schools, ought to be coupled with an absolute delimitation at the same point. If the question ever arises in Texas, the permissive act of the Wisconsin legislature is a good model. Of course, the question ought never to arise until the normal schools can require high school graduation for admission to the new two-years curriculum, and until their financial basis enables them to get proper faculties for such work. At present, the Texas state normal school merely qualifies its graduates for entrance to the university with a credit of one course of freshman work. Their teachers are paid no more than the better sort of high school teachers.

Both the normal schools and the universities are confronted today by an acute need for energetic and wise endeavors on their part to provide a greatly improved preparation of teachers for all stages of the public schools. For the secondary or high school

stage the work must for a long time be shared by normal school and university. The best high schools are already demanding a full college course as a minimum of preparation in their teachers. Books on the subject like Professor Luckey's and reports of committees of the National Education Association indicate but a small part of a public demand that is growing threatening. On the other hand, the weaker schools must not be neglected. Also, there is critical need for teachers especially prepared for the high schools and semi-high schools of the villages and rural districts. That need ought to have been felt and seen by normal school authorities sooner and more clearly than by anyone else; but—speaking of the entire country—they still seem even deaf to a veritable outcry from all other quarters. Petty courses in "agriculture" have been offered, but a far better response than that is required. Entirely reformed programs of school studies, vitally organized for their purpose, are demanded for our vast expanses of rural life. Such programs should be provided by thinkers of large ability and ripe experience, and the normal schools should then prepare legions of teachers to make the new order of rural schools a beneficent reality. The existing conditions in every field call for earnest and unselfish efforts to establish an effective correlation, which will make the best use of all resources.

To meet the needs and the demands successfully, more than internal arrangements for improved work in the normal schools and universities will be necessary. The enterprise is so enormous and so complex that the local authorities in charge of public school systems, and States through their legislatures must co-operate with the institutions preparing the teachers. On the part of the local school systems, organization and administration must be reformed upon sound principles, to the end that the best available teachers shall be elected and retained. There are (and there will be an increasing number of them) men and women who will not scramble for such positions, but who could fill them capably. Local governing boards must act within

their proper sphere. The necessary authority must be conferred upon superintendents and the corresponding responsibility be imposed. If the superintendent does not meet his responsibility faithfully and successfully, he must be removed, but the board should never assume his function of administration. On the part of the state legislatures, the essential need is for laws providing adequate support without special appropriations,—except for some large, occasional need, such as grounds or buildings. Beyond this, the Wisconsin law, quoted above, represents the only other legislative co-operation that is needed when it is also timely.

This nation has staked almost its existence on public education. The following words of Commissioner Draper are not exaggerated: "The great aim of the public school system is to hold us together, to secure the safety of a wide-open suffrage, and to assure the progress of the whole population. The public school system is our protection. In the light of the world's experience our experiment in government is a vast undertaking. History does not record a similar experiment which has been permanently successful. The public school system is the one institution which is more completely representative of the American plan, spirit, and purpose than any other. It can continue to be the instrument of our security and the star of our hope only so long as it holds the interest and confidence of all the people by assuring the rights of every one to the best teaching." As for the institutions of higher education, they are as indispensable for the preparation of teachers, as for many other fundamentally necessary services.

This vast question can not be treated here in any detail. The suggestions that are offered must be concluded by quoting a passage from an address by President W. L. Bryan of Indiana University on the preparation of teachers for the high schools:

"The high school has been called the people's college. In the American high school nearly the whole range of learning and many of the arts and handicrafts are represented. Here society sets for the young people tasks of many sorts which should lead them toward society at

its best. The tasks, the standards, the spirit in every department of the high school should be such as shall stand approved in the judgment of those men who represent the several departments of art and of learning at their best. Second-best standards and spirit in a school are a calamity. They mistrain. They build up within the mind of the youth, barriers of misinformation, and of incorrect habits. A generation of high school teachers, educated in second-rate schools and seldom in touch with productive scholars, means a high school insulated from the upper currents of civilized life. It is not enough that high school teachers should be taught respectably upon a collegiate level. They require the quickening effect of daily life with men who are themselves scholars, who know the inner meaning and spirit of learning as it can be known only by those who are productive men.

"Whatever the other schools may do in this matter, it is obvious that part of the work must rest with the universities. This proposition scarcely requires discussion. It would be the last degree of absurdity to establish universities, each with its group of masters, and then by some legerdemain of legislation to provide that these masters shall not through their students become the teachers of the whole people.

"The universities must provide adequately,—as they have seldom done in the past,—for the professional training of high school teachers. There are university men who fail to realize this necessity,—to whom it seems that a university training in the subject to be taught is sufficient, and that so-called professional training is for the most part a deceptive hocus-pocus. This view is supported by the fact that much of the pedagogy disseminated is hocus-pocus, having the appearance but not the reality of sound learning, or in other cases an array of generalities and truisms barren of practical utility.

"If, however, a university man of practical intelligence will spend some time in visiting high schools, he will presently be led to see that a knowledge of his subject is by no means a sufficient preparation for teaching it satisfactorily in a high school. He can not avoid seeing in some cases that the work is very largely a failure, that the students are baffled, out-of-heart,—ready at the first opportunity to leave school altogether. The more one is obliged to face this difficulty, the greater it appears and the harder its solution seems to be. The university professor who has given no attention to secondary education is not an adequate adviser. How a high school boy should be led toward and into his field of learning is a problem which he can not answer *ex tempore*.

The professor of education, with whatever equipment of learning in the principles of education, but who is unacquainted with the substance and spirit of the subject to be taught, is likewise an inadequate adviser. He knows very vaguely the end and how can he know the way. In point of fact the teaching of a high school subject presents a problem which must be solved by men who are masters of that subject and who then devote themselves to finding out how to deal with it in a high school. I venture to say here that the study of such a problem may be original and productive work as truly as any other research, and may be a piece of first-rate practical statesmanship. If one can make sound learning of any kind do its proper work with a larger percentage of boys, he is conserving the most valuable assets of society."

State Schools for Defectives

There is a fundamental difference between higher educational institutions, and schools for defectives, or charitable and penal institutions. The latter are mentioned in this discussion only to distinguish them from the former. The institutions of higher education are the best investment of society for the conservation and utilization of its most valuable product. Nothing is of greater importance to society than the right development of the potential powers of the best and ablest of its young men and women. The expenditure for guarding defectives is, aside from its charity, a protective measure for avoiding worse loss and damage. Competent opinion is unanimous, that "the government of the two classes of institutions is absolutely antithetical." The government of several charitable or several penal institutions by one board of control, has proved successful in several cases. Of course, institutions thus segregated for governmental control should never be of disparate kinds. For instance all state asylums for the insane might be properly governed by one board, or all penitentiaries by another; but a school for the blind should never be so combined with orphan asylums, or either with a reformatory school.

V. VOLUNTARY CO-OPERATION.

Voluntary consultation between the administrative heads of a State's institutions of higher education should be frequent, and so thorough that each is always apprised of the work and plans of all. On occasions, a plain necessity for voluntary agreement between the governing boards arises. The present juncture of public affairs in Texas marks a signal occasion, in which there is extraordinary and paramount need for deliberate and magnanimous co-operation. The situation demands high intelligence, correct knowledge, energetic courage, and unselfish harmony. It is a fateful crisis for the educational development of Texas. A constitutional amendment, which the legislature might follow by either wise or unwise reorganization of all governing boards, will probably be adopted at an approaching election. Democratic platform demands call for various important measures—among them a just and equitable division of endowment funds between the university and agricultural college. A well sustained movement will endeavor to secure a state tax adequate to the regular support of the institutions and definitely apportioned by the law establishing it. These and other matters will be precipitated into a confused wrangle before a legislature distracted by a multitude of other affairs, unless the governing boards unite in advocating a clear and convincing proposal for each important measure.

Preceding chapters have presented the fundamental principles respecting the constitution of governing boards, illustrated by a summary of pertinent experience.

If the platform demand for "the complete divorcement of the University and Agricultural and Mechanical College," and for "a just and equitable division" of their joint endowment, is to re-

ceive legislative attention, disastrous consequences might follow a report by the governing boards of their inability to agree upon a division. Surely they have more knowledge of both historical and present conditions, and more time for discussion and deliberation than the legislature. Opinions may differ as to what would be "a just and equitable division," but, in a situation where some decision is required, a joint session of the two boards ought to be the best arbiter between conflicting views or desires. If the two institutions were one state university,—as is the case in Wisconsin, Minnesota, Illinois, Nebraska, Missouri, California,—the endowment by the State of Texas and the endowment received from the United States would be administered as one fund. In order to divide endowment resources for completely separated administrations, it is simply necessary to agree upon a ratio of partitionment. To do that would not be as difficult as it may seem to some jealous hearts who have not yet faced the question intellectually. The productive endowment yielded for the year 1910-11, from investments in bonds and from leases of land received from the State \$165,419, and from the U. S. Government \$63,750, making a total of \$229,169. For the same year the A. & M. College received thereof \$71,984, which is \$4,406 less than one-third, and \$14,692 more than one-fourth. So far as current income from endowment is concerned, it might be easy to agree to one-third for the agricultural college. The partitionment of land, much of it never yet productive of revenue, is a more difficult question; but the governing boards ought to reach an amicable agreement by mutual concessions. They are the most competent agency for the proper accomplishment of that task of statesmanship, if they will rise to the occasion.

A measure of vital importance must be framed to secure a state tax for the regular support of the three state institutions of higher education and the four state normal schools. Some of the main benefits of such a measure would be lost if the law establishing

the tax did not apportion the proceeds in three fixed parts to the three higher institutions, and a distinct part for the support of the four state normal schools. The latter ought to be administered as one fund by the State Normal School Board of Regents, according to the varying needs of the respective normal schools.

The problem thus presented cannot be properly solved unless the four governing boards concerned accept some well deliberated plan, formulated in a carefully prepared bill, and unite in harmonious support of that bill. Or, if it be decided that an amendment to the Constitution is necessary, a corresponding joint resolution to submit the constitutional amendment should be prepared and supported.

The total amount that must be supplied from the revenues of the State in order that Texas may take a place among the States that have undertaken to secure efficient services from their institutions of higher education, has been reliably ascertained from a study of the financial basis of such institutions in all of those States.* It is also shown in that study that the proceeds of a tax of eight-tenths of a mill, or 8 cents on \$100, on the assessment of 1911 for Texas, would not fall far short of the requisite sum—\$2,000,000. Such a tax, with wise administration, would enable the State of Texas to secure the present average services enjoyed in the other States.

There may be many Texans who would not be permanently satisfied by securing only average educational and scientific services from their institutions; but it would be prudent to postpone any undertaking looking toward leadership, until appropriate measures for so high an enterprise can be adopted in the light of experience with an average status.

*"A Study of the Financial Basis of the State Universities and Agricultural Colleges in Fourteen States," issued by the Organization for the Enlargement by the State of Texas of its Institutions of Higher Education,—mailed free of charge on request.

The rate 8 cents on \$100, if Texas candidly proposes to attend to the business of securing efficient services from its state institutions of higher education, will seem high only to those not informed of the actual practice in other States. The average of the States considered in the study referred to is 6 cents (without allowance for cost of collection), and that has already been raised by the recently established 10-cents tax for the University of Illinois. The reader is also reminded again that in California, Illinois, and Ohio, great universities were excluded from consideration whose resources exceed the support provided for state universities. The co-operation of the people to secure for themselves the services of a comprehensive and efficient university, requires* in Wisconsin $8\frac{1}{2}$ cents, in Minnesota $8\frac{3}{4}$ cents, in Michigan $6\frac{1}{2}$ cents, in Iowa 7 cents, in Colorado $7\frac{1}{4}$ cents, without allowance for cost of collection. These being the States of the whole list with which Texas would be most justly and most willingly compared, the 8 cents suggested for Texas should not startle anybody.

One of the great advantages of an established tax for educational institutions is the fact that the increase of property value keeps pace, at the same tax rate, with the increase of students and with the increasing needs of a growing population for many direct public services.

The addition of one cent for the normal schools would yield at the outset about \$250,000 for those four schools—an average of \$62,500 a year for each State Normal School. Under the current appropriations by the legislature for the two years ending August 31, 1913, each normal school receives on the average \$58,710 a year. If the standards of those schools are to be raised and their forces strengthened, it will be necessary to add more

*All tax rates mentioned have been reduced to the same basis of assessment valuations, according to estimates by state tax commissions, comptrollers, etc.

than one cent for the normal schools, to the eight cents for the three higher institutions. The addition of two cents for the normal schools would yield \$500,000, or an average of \$125,000 a year for each of those schools.

A tax of one mill (10 cents on \$100) is the levy necessary to put and keep all the institutions referred to on a basis of average efficiency. If the people of Texas desire to enlarge and strengthen their educational institutions, so as to secure for themselves such services as are enjoyed in the States whose social and industrial interests are now profiting by those advantages, they must undoubtedly expend at least the amount here indicated.

The obligation upon the governing boards to agree to a fixed partitionment of the tax, is peremptory. There is no other way to avoid annual struggles that would be wretchedly injurious. On the other hand, no vital mistake could be made in fixing the division. Inasmuch as the total amount is the minimum sufficient to accomplish its purpose, it is certain that no division would apportion to any one of the three institutions more than it could use to the public advantage. If to any one should be allotted a portion that proved insufficient for enterprises which the legislature desired to be continued or developed, an additional appropriation would be made for that institution. It is certain that every institution will from time to time have to present some special need to the legislature. The tax proposed would provide for ordinary expenditures for building, but times must come when some large necessity for additional ground, or for some extraordinary building, would require recourse to the legislature. Such is the proper theory of a tax for regular maintenance and support. The legislature ought to retain a regulative power, to be exercised in decisions concerning appropriations additional to the proceeds of an established tax sufficient to meet foreseeable necessities.

It would be rash in any individual to suggest any precise apportionment as one which ought to be agreed to. I am merely arguing that the governing boards should agree on some definite apportionment to be made by the law establishing the tax. The following statement of what a certain apportionment of a 10-cents tax would yield each of the institutions, is intended simply as an example. It will be a convenience to the thoughtful reader, as either a point of rest or a point of departure for his own judgment.

A 10-cents tax for the maintenance and development of the State's educational institutions would yield next year about \$2,500,000. The 10 cents must be apportioned somehow; for example

University of Texas.....	4½ cents.....	\$1,125,000
A. & M. College, with Prairie View Inst.....	3 cents.....	750,000
Girls' College	½ cent.....	125,000
Four State Normal Schools (\$125,000 each) ..	2 cents.....	500,000

Any definite apportionment of the tax would be better than an apportionment dependent upon contingent factors. There is no factor, or combination of factors, upon which succeeding apportionments could be made to depend without entailing injurious consequences. Temptations to swell such factors artificially would lead to wasteful or degrading measures. Nothing could be more ill advised, for instance, than an apportionment contingently dependent upon the number of students. Such a law would inevitably tend to corrupt the administration of all the institutions. The number of students is by no means the controlling factor of proper cost. Its bearing may coincide with that of other needs, but a great many services to the State and to individual citizens, besides teaching students for the regular term of enrollment, are to be taken into account. Every factor, however, has its due weight, and it will assist to impartial conclusions to compare the apportionment, here stated for purposes of illustration, with the number of students for the regular term of enrollment a year ago, excluding summer schools and correspondence students. Of the total number of students for regular term of enrollment, the Uni-

versity had 60 per cent, the A. and M. College 32 per cent, and the Girls' College 8 per cent.* If $4\frac{1}{2}$ cents were assigned to the University, 3 cents to the A. and M. College, and $\frac{1}{2}$ cent to the Girls' College, there would be apportioned to the University $56\frac{1}{4}$ per cent of the total 8 cents for the three higher institutions, to the A. and M. College $37\frac{1}{2}$ per cent, and to the Girls' College $6\frac{1}{4}$ per cent.

University60% of students.... $4\frac{1}{2}$ cents would be $56\frac{1}{4}\%$ of 8 cents
 A. & M. College...32% of students...3 cents would be $37\frac{1}{2}\%$ of 8 cents
 Girls' College.... 8% of students.... $\frac{1}{2}$ cent would be $6\frac{1}{4}\%$ of 8 cents

No account was taken of the Prairie View Institute for negroes (which is governed by and was charged to the Board of Directors of the A. and M. College) in this comparison respecting number of students; but the apportionment used for illustration still plainly gives considerable advantage on that score to the A. and M. College. There are other considerations of greater weight.

The University and the A. and M. College have many spheres of work which are more costly than any that should ever be undertaken by the Girls' College. Moreover, it is such public services by the University and the A. and M. College that the State of Texas especially needs to increase in number, to enlarge in extent, and to improve in quality. The tentative distribution, here set forth merely as a point of departure, might be adjusted to assign more to the University and less to the A. and M. College, but hardly in the reverse way. Possibly it might be deemed proper to make the allotment to the Girls' College $\frac{3}{4}$ cent, and the allotment to the A. and M. College $2\frac{3}{4}$ cents. It is for the three governing boards to determine their advice to the legislature, in an impartial, statesmanlike way, looking toward an inspiring future. The portions must be scant for all. Need for buildings might

*See Table II of "A Study of the Financial Basis of the State Universities and Agricultural Colleges in Fourteen States,"—mailed free of charge on request.

make one of them seem, at first, disproportionately inadequate; but the apportionment ought to be fixed mainly on the more steady factors of comparative needs. Future legislatures should be relied upon to make an additional appropriation when plainly necessary for some new building.

The very name and nature of each of the three institutions vaguely outline the future developments that are for it most desirable. Those developments should be taken as the chief criteria for a just apportionment of the tax.

The college for girls has a comparatively restricted sphere of work. The number of its students will remain comparatively small,—if only for the reason that so many girls and young women will always attend the normal schools and the university. It is not probable that the ratio of the number of students in the girls' college to the number of students in the university will ever be very different from that of the portions of the tax assigned to them in the apportionment we have used for illustration. Costly departments of postgraduate instruction and research need not and should not be maintained there. In short, the proper cost of "a university of the first class" is more than ten times the cost of an excellent college for girls. The apportionment referred to makes the ratio nine to one; but the addition of the university's income from endowment would keep its resources about ten times the resources of the girls' college. These are simply business facts. Size does not measure importance, nor is preciousness to be measured by cost. The present writer certainly has no lack of appreciation of the State's college for girls and young women. He has served three terms as a member of its board of regents, and long before he began that service, in an address at the opening of the institution on September 23, 1903, he spoke the following words, which are quoted here because they set forth the idea of far-reaching influence independent of local magnitude:

"The new departure whose inauguration we witness today constitutes a high tribute to the statesmanship which has given *this* answer to the clamor of genuine but more or less blind popular demands. What it shall lead to would be too much for any man to say today, but it seems to me a pregnant event from which great and far-reaching consequences may follow. . . . Its immediate work, the wise training of a few hundred girls every year, is a most useful enterprise; but the scope of its effects may reach beyond such limits, moulding affairs which concern hundreds of thousands instead of hundreds. The time may not be far distant when every high school in Texas shall look to this new school for girls as the source of fundamental changes in its work and ideals, by which courses of study now offered without discrimination to boys and girls will be differentiated in recognition of facts of nature and human nature so long and so crudely ignored. Our larger cities may find themselves led to dividing their high schools,—one for boys and one for girls, with suitably differentiated courses of study and methods of management. Who can tell? Reasons are not wanting to fear that the uncompromising application of the co-educational plan is working damage. It may be that what is proper for elementary schools and later for some professional schools and for postgraduate studies, is unfit for the secondary and collegiate stages. These questions are now engaging earnest attention throughout our common country; and the decision to which this State shall ultimately come depends largely upon the experience and reputation to be gained here in this institution, the first to be fundamentally differentiated upon grounds of sex that the State of Texas has established."

That high presentiment of the germinal meaning and potential force of the institution I hold today—confirmed by actual events in which its realization has already been begun. But such an estimate of the value of possible results has no bearing on the financial question under consideration. The necessary cost of the proper instruction and other activities needed to accomplish the main purposes of each institution, should determine the apportionment of a tax for their support. The value to individuals and to the State of all resulting effects is a matter that takes care of itself. For example, the fact that the teaching of law is less expensive than the teaching of medicine does not imply any com-

parison between the "value" of law and the "value" of medicine. Any discussion of the comparative value of law and medicine would be useless—probably absurd. It is enough to know that both are necessary, and that each ought to be taught well, or not taught at all. Knowledge and appreciation of domestic economy and arts on the part of women is of immense value to themselves and to society; but it is one of the chief services of the College of Industrial Arts for Women that its ideals and work should lead all other institutions that undertake the education of girls, to offer some of the courses of instruction for which *it* has developed appreciation and should maintain standards. The university and the normal schools have already begun to follow its lead in this respect, and domestic arts courses have been established in many high schools. The largest result of the work that should be done by the College of Industrial Arts for Women will appear in due time through work done and paid for by other colleges and by normal schools and by a thousand high schools, and through effects of the latter in a million homes. Of course, the place and need for the college will continue to expand. It is the only non-coeducational college for girls supported by the State. Many parents will prefer to send daughters there, and it will be the best collegiate institution for many girls. Inspiration and leadership in its sphere of work and ideas must never fail. It is a permanent and should be a growing part of the State's provision for higher education.

The urgent need of the State of Texas for a strong and active college of agriculture is too apparent to call for argument. The development at the A. and M. College of a comprehensive school of technology would, also, be of great service to the State; but there is no hope of means sufficient to reach good standards, in the near future, in all branches. It would seem to be an appropriate policy to strengthen such of the present technological departments as could be most readily raised to good standards, and to devote in-

creased resources mainly to invigorating and enlarging all agricultural departments. Perhaps it would be expedient to desist from some non-agricultural undertaking that has been only nominally attempted.

There is certainly one thing that has been put upon the A. and M. College from which it ought to be freed, even if its resources were unlimited. At present the college is charged with "the administration of the feed control law." That matter properly appertains to an executive department of the state government. It was a fundamental mistake to attach it to an educational institution. The feed control law cannot be administered without alert prosecution of all violators of the law. This great State, with its population of four millions, needs a vigorous administration of sound laws for the protection of the people against injurious or fraudulent substances in food, drugs, and feed for animals. Such protection is as essential to good government as the prevention of false weights and measures or counterfeited money. But all these are functions that can be rightly discharged only by the executive department of the government. No educational institution should be required to administer any general law; and any such institution, having thoughtlessly sought or acquiesced in such an incompatibility, should clear itself of the impropriety as promptly as possible. It is to be hoped that the next Legislature will establish in the executive branch of the government a pure food and drug department to have charge of all germane affairs. It should be equipped for full efficiency in its double function—the scientific ascertainment of the facts, and the enforcement of the law. The commissioner in charge of such a department should be appointed by the governor, and should combine in himself the scientific attainments needed to organize and control a staff of chemists, bacteriologists, etc., and the knowledge and the courage necessary to prosecute successfully all violators of the law.

The immense and varied agricultural interests of Texas present

such need and opportunity for scientific services, that the problem of making the best use of narrow means must be difficult. It would repay the people of Texas a hundred-fold, for example, to spend a million dollars a year on agricultural experiment and dissemination work alone. Hitherto it has been solely through the co-operation of the federal government that anything has been provided for such services. The people of Texas have as yet done nothing for themselves in this respect. In one of its many admirable editorials upon the advancement of agriculture, "Farm and Ranch" (issue of June 15, 1912) gives an account of the earnest endeavors of the A. and M. College and of its director of experiment stations, to improve the experiment station service. But the editorial writer points out the meager support, and asks, "how could the people expect to get results of real benefit?" He declares that, "since the passage of the Hatch* act, the State of Texas has not appropriated one cent for maintenance of the experiment station at College Station." The article includes a statement of the director, from which the following striking passages are quoted:

"When I arrived here August 15, 1911, I found only four divisions of the station conducting any lines of original research, . . . and none of these, with the possible exception of the division of chemistry, had work of sufficient volume to be of more effect upon the great field of Texas agriculture than the thumping of a rubble out into a mill pond. In fact, the divisions of the station which ought to be doing the greatest amount of work for the Texas farmer were the least developed of all. . . . While it is not my aim to weaken any of the stronger

*The beginning of experiment stations in the United States was the act of Congress, called the Hatch Act, passed in 1887, which established an agricultural experiment station as a department of every state agricultural college. In 1906 the Adams act was passed to increase stimulation to the research urgently needed by the agricultural interests of the entire country. These were co-operative measures, and were not intended to constitute the whole support of such work. The people of each State are expected to do their part.

divisions (as they themselves should be strengthened), I shall devote the greater part of my energies for the first few years, at least, to strengthening and amplifying the work of the more fundamental divisions. . . . We should have a specialist devoting his time to the corn industry of the state, but have no funds with which to employ him. We should have a legume specialist and a sorghum specialist also. In planning the work in agronomy we have projected every line of investigation that our funds will permit us to conduct, and have extended this work from the main station out on to all of the sub-stations in various sections of the state. In the future we shall have state-wide data in reference to every given crop practice. . . .

"Experiment stations are the agencies which create or discover new and valuable ideas for the farmers. . . . All disseminating agencies are drawing on some staff of investigators for the information which they disseminate. I consider it shameful that these agencies in Texas at the present time get most of the information which they disseminate from outside sources. . . .

"Texas is in every sense the greatest agricultural state in the union, and yet it maintains one of the smallest experiment staffs in the world."

There are at least four great sections of Texas characterized so distinctly by different agricultural conditions that probably four main experiment stations are needed, each to be the center for sub-stations in its section. It might seem, upon consideration, advisable and practicable to maintain a special school preparatory for the agricultural college in connection with each of such main stations. But it is not the purpose of this discussion to attempt to consider details of internal administration. The main point here is that only by harmonious co-operation will it be possible to secure the proposed tax for all the institutions. It should be realized by all who take part in responsible deliberations concerning the apportionment of the tax, that its proceeds would fall far short of making feasible all that is desirable. There must be selection and mutual concessions. It may, indeed, be best, as has been already suggested, to acquire some experience with such average standards as could be attained in the most essential departments through the proposed tax, before attempting more. It is

probable, also, that the taxed wealth of Texas will grow rapidly, and that continual expansion and improvement will be possible without increase of the rate of taxation.

When we consider such a university as is needed by the great commonwealth of Texas, the needs for enlargement and improvement of the present establishment are bewildering. Desirable measures outrun all possible resources even further and more widely than in the case of the A. and M. College. The greater part of the University's portion of the proposed tax could be expended profitably, for instance, upon its medical school alone. Here again, therefore, there must be the necessity for selection. The chief program should be one of improving to a high standard of usefulness all essential departments already existing. Many such departments are now merely languishing in an incipient or enfeebled condition. Some new departments should, doubtless, be added,—for instance, a department of preventive medicine and public hygiene in the medical school. Or, means may be available for adding some entire school, such as a school of journalism in the College of Arts. The general principle has been forcibly stated by President Bryan of Indiana University as follows:

"In some cases, we have a university whose circle of activities approaches correspondence with the whole circle of services which society requires from learned men. Unhappily, however, there is no university rich enough to carry out with success so vast a program. The richest university is, therefore, in peril of so multiplying the lines of its work that all the lines of its work shall be lowered in quality. It is very possible in this way for a university to so scatter its resources that it can do nothing at all of first-rate quality. Whether a university be relatively rich or poor, its greatest mistake, financial and educational, is to indulge in a policy of expansions which live by sapping the strength from established lines of work. . . . All forms of expansion come to the same thing if they involve spending money upon more things than can be done well.

"The penalties which fall upon an institution which sins greatly in this respect are severe. The library suffers. The laboratories suffer.

Salaries are kept down. The best men escape. Those who remain lose heart. The quality of everything done about the institution is lowered. The final calamity is that all this tends to bring to and establish in the institution a faculty of mediocre men. There is no known [quick] remedy for this calamity. If the institution grows suddenly rich, the way to progress is blocked by a group of men who cannot be removed except by death, and whose mediocrity will pervade the institution for a generation. It is my belief that there is no American university which has not suffered more or less by expansions which have affected the quality of its work. It is certain that some of the universities with small incomes, in their effort to cover every field, have brought themselves in every field to a deplorable weakness. And it is certain that some among the universities with large incomes have, through the same error, grown large without having grown great."

As has been suggested by a bracketted word inserted in the preceding quotation, although there is no quick remedy for the full consequences of the mistake referred to, the remedy is not unknown. 'The way to resume is to resume.' Critics should not be too censorious of the error of having attempted to do too much. Good intentions do not avert the consequences of a mistake, but they render correction comparatively easy. During its first formative period a state university may properly err a little in the way of adding departments before means for their support are supplied, in order to attract the sympathetic attention of the public and the legislature. No such policy, however, may be followed without injury for thirty years—the period during which the University of Texas has been kept in swaddling clothes. It has been zeal to serve beyond measure, that has commonly led state universities to attempt to do more than could be done well with the means put at their disposal. When increased means are supplied to a university that has been led into such error, the way to progress is open, if its rulers will see it.* The caravan must

*For a warning example in which a wrong way was adopted, leading to a condition in which "the last state of that man is worse than the first," see pp. 12-13.

move with some crippled members and with some burdens that cannot be cast away incontinently, but the way lies open and straight forward. Some of the lame will soon learn to walk sturdily, and the burdens will gradually diminish. Nothing could be more unreasonable than to assign dissatisfaction with some existing circumstance, as a ground for refusing to establish the only permanent condition upon which proper results can be built. The worse anyone thinks of some present circumstance, the more urgent he should be to establish a financial basis for improvement.

Among the necessities for the University of Texas are some genuine graduate departments. It is required by the organic law of the State that "a university of the first class" shall be maintained. As a matter of fact, the existing institution could hardly be termed a university of any class in the distinctive meaning of the word—the meaning in which *university* is distinguished from *college*. The university degrees, as distinguished from the college degrees, have never been conferred, nor could any graduate of the "University of Texas," under present conditions, be candidly advised to study for the Ph. D. degree in this State. No one has ever yet done so, and no well-informed man will ever do so until conditions are changed. A few years ago the catalog of the University of Texas began to announce requirements for the Ph. D. degree, and it has since continued such an announcement; but no one has ever finished the courses, nor have they in any legitimate sense ever existed. That is the sort of thing that ought never to be done again.

The time has come when the legislature of Texas ought to decide whether this State needs a real university, or not. If they decide that Texas does not need a university, the name "University of Texas" should be changed to something like Texas State College. If they decide that Texas does need a university, they should see the immediate necessity of erecting a university on the broad collegiate foundation which has been well and firmly laid. The true condition was recently (September 28, 1912) stated very

spicily by "Farm and Ranch," in a leading article entitled "Beginning a State University": "The fathers named the infant 'University' before it was born, just as we name a baby 'Thomas Jefferson,' in the hope that with the years it will grow to be a Thomas Jefferson in intellect and power and be not one in name only. So it is with the university; it must grow to be one in reality, not remain one in name only. . . . The guardians of the future must feel an added interest in it and give it additional care and subsistence. . . . There is today a greater demand for higher education, a very much greater demand for more departments of higher education, than ever before. The University of Texas should measure up to the standing of Texas in the sisterhood of States."

If any man criticizes harshly any present fact, let him understand that its proximate, if not its immediate cause, has been inadequate and precarious support. Let him know that the average salary paid the teaching force of the University of Texas thirty years ago was double the present average salary. How could an intelligent man demand of the University of Texas, in its present circumstances, the first-class research and manifold services to the general public which have come to be essential characteristics of the modern university? The youth of the state are crowding its halls so that the number of its teachers (no one paid more than three-fourths as much, and the average of all about half as much as was paid thirty years ago) is insufficient to perform the work of undergraduate collegiate instruction as required by good standards. Modern society has reached a stage when weak or spurious services by a state institution of higher education are no longer permissible. They are a snare for the youth who are led to wasting irrecoverable time, and the people at large are cheated of the general benefits of genuine and strong work.

There would be, of course, no propriety in considering the details of a future program for any one of the institutions in the

joint counsels of the governing boards of all, and any attempt to dictate internal policies would be a most pernicious precedent.* It is simply required that all should recognize that each of the institutions has almost unlimited opportunities for expansion and urgent need for the strengthening of its forces for work already undertaken. The occasion has for its essence the duty of co-operating, and it would be inappropriate for any member of one of the boards to regard himself as a special advocate. The three boards are responsible for harmonious advice to the legislature for a wise apportionment of a tax for the support of the three institutions. The policy best for the State should be formulated. It is, therefore, from the point of view of the State's interests in all of its institutions, and not as a partisan contestant for any one of them, that their regents ought to deliberate this special question. When the people have only a choice of electing one of several self-constituted office-seekers, it has often resulted, for instance, that an alderman or member of a city school board has shown himself incapable of conceiving the city's good, and has thought only of his own "ward." But the people of Texas have charged the governors of their State with the high duty of selecting citizens fitted by character and intelligence for the great and honorable and unpaid office of regent of a state institution of higher education. They are therefore entitled to expect that, when the occasion demands it, men so appointed will pass judgment on a large question in a magnanimous way, holding in view the State's interest. Tactics of each grabbing for his own ward would be grossly out of place at a council board charged with the duty of giving good advice to the law-making powers for the apportionment of a tax for the educational institutions of the State.

*Any infringement by the legislature upon the sphere of administration would be still worse. See pp. 3-4.

Co-operation by the Federal Government

Co-operation by the federal government in regard to agricultural experiment stations has been referred to. It is an indication of the vastness of the need and opportunities for scientific assistance to all industries, that it is now proposed to do for mining what has been done for agriculture. The "Foster Bill" has already been very favorably considered and will probably be passed by the next Congress. The bill provides that appropriations, beginning at \$5,000 a year and rising \$5,000 each succeeding year to \$25,000 as the annual appropriation thereafter, shall be paid to each State for the maintenance of a school of mines in one of its state educational institutions. The object of the proposed appropriation is the encouragement of instruction, research, and experiment with a view to teaching scientific knowledge of the best and safest methods of mining and producing metals, coal and other minerals, oil, gas, and medicinal waters, and the concentrating and refining and other preparation of the same for marketing; and the study and prevention of explosions, fires, and other dangers incident to mining, in order to secure intelligent conservation, use, and development of the resources of the country, to make the lives of miners more safe and property in mines more secure, and to promote the general welfare.* The bill provides: "If there be already established in any State a school of mines and mining under the control of said State, or a department of instruction in mining connected with any institution of learning controlled by said State, then the moneys appropriated in this Act shall go to said school or department of instruction already established."

The last quoted provision of the bill would determine the location of the school in Texas, inasmuch as there is no school of mines at the A. and M. College, and one has been "already estab-

*Condensed from Sec. 3 of the bill.

lished" in the University. The University "School of Mines" is, indeed, a very feeble affair, but when taken together with the "University Bureau of Economic Geology and Technology," a respectable recipient of the federal aid exists. Those two parts of the University naturally belong in one school, if the Foster Bill is passed by Congress. The following official statement concerning the Bureau of Economic Geology shows how exactly in line its work is with the purpose of the proposed federal co-operation:

"In order to meet the steady demand for information concerning the mineral resources of the State, the Board of Regents of the University established a Bureau of Economic Geology and Technology in the year 1909. In so far as the funds available have permitted, this bureau has resumed the work of the University Mineral Survey which was suspended in the year 1905, from lack of means.

"The action of the Board of Regents in providing means for the maintenance of such a bureau marks an entirely new departure in educational work. No other institution of learning in the country has taken upon itself the duty of providing, at its own expense, an office to which any one may apply for information of this character. Great interest is now being shown in the investigation and development of the mineral wealth of the State, not only by the citizens of Texas, but by others from beyond its borders.

"The economic importance of the bureau's work for the State may be inferred from the fact that the present annual value of the mineral products of Texas is close to \$20,000,000.

"In connection with its work the bureau maintains a large collection of material illustrative of the economic geology of Texas: asphalt rocks; cement; clays; coal and lignite; building and ornamental stones; ores of copper, silver, lead, zinc, quicksilver, iron, tin, uranium, etc.; oils and sections of oil wells; sulphur; graphite; salt; minerals for the manufacture of white lime, paving brick, etc. These collections were begun by the Texas Geological Survey, 1888-1892, continued by the University Mineral Survey, 1901-1905, and now comprise by far the largest and best collection to illustrate the economic geology of Texas ever brought together. The building and ornamental stones shown in six-inch cubes, columns, slabs, etc., cannot be duplicated anywhere. They exhibit the wealth of the State, in this direction, in a beautiful and attractive

manner. Additions are constantly being made. The museum is consulted by architects, contractors, and builders, as well as by many who are concerned in the development of the State along other lines. . . .

"In July, 1911, the bureau issued a complete report on The Composition of Texas Coals and Lignites and The Use of Producer Gas in Texas. In connection with the investigation of the fuels of the State an experimental gas plant is in active operation. The different coals and lignites are being distilled for the production of heating and illuminating gas, tar and sulphate of ammonia. This inquiry is also to include an examination of the different woods used for fuel in this State. A course in The Technology of Fuels has been given by the bureau during the year. . . .

"Arrangements are being made for the installation of an experimental gas producer in which the coals and lignites of the State may be tested in a practical manner. This will be distinct from the experimental gas plant already in operation, as the work in this latter plant is for the purpose of investigating the products from the distillation of coal and lignite in closed retorts.

"Through the purchase of the private library of a prominent gas and coal engineer, supplemented by newer books on these subjects, the bureau has now at its disposal the best technical library in the entire southwest."

It would be an unfortunate misunderstanding, if any one should wish to apply to the routine affairs of private business the policy rightly adopted by the bureau of economic geology in offering its services to all inquirers who are investigating ways and means of discovering and exploiting the mineral resources of Texas. It is, in the main, new knowledge, not otherwise obtainable, that the University's bureau of economic geology, and the A. and M. College's experiment stations seek and offer. Few things would be more weak and foolish than to yield to importunities from private individuals, or from governmental agencies (such as prosecuting attorneys), for gratuitous services of a routine kind, e. g., analyses of substances or human organs suspected of containing poisons, mere assays of familiar ores, etc. President James of the University of Illinois has made the following pertinent remarks on this subject:

"The larger our income becomes the greater the pressure for this sort of thing. The last legislature passed a law giving the University of Illinois the benefit of a mill tax (10 cents on \$100) beginning July 1, 1913. That will probably give us two and one-half million dollars per year. Accompanying that and springing up in its wake since has been an enormous demand on the part of almost everybody who could think of anything the university might do for him to write us and ask us to undertake it, pleading the increase of our resources. I think it is one of the greatest dangers which state universities have to face—this tendency of the private business man to call on us for the solution of some practical problem in his own business which could be solved by any chemist just as well as by the chemists appointed by the University of Illinois. I think these are very large problems that will come up to trouble us with increasing frequency and force and degree as the years go on."

No school of mines, or courses in mining engineering should be duplicated in two state institutions. This is now so well understood, that in States where the mistake has been made, the weaker of the two schools will probably soon be discontinued. Dr. K. C. Babcock, Specialist in Higher Education in the U. S. Bureau of Education, in speaking a year ago, gave an amusing instance: "I am glad to report that at least one institution has seen light in this matter and has abandoned outright its rudimentary mining engineering course. If I am not mistaken, its president has practically agreed that, if any student in his institution finds himself strongly bent upon mining engineering, such student shall have his fare paid to a good mining engineering school, to get first-class technical instruction, and that his university, at least, shall not undertake this highly expensive course."

A school of mines involves some of the most expensive courses of instruction that are undertaken by educational institutions. It is for that reason, coupled with the importance of conserving and exploiting in the light of scientific knowledge the mineral resources of the country, that the Congress contemplates co-operating with the several States for the improvement of schools of

mines. It is to be hoped that Texas will in the near future perform its part in the co-operation intended by the federal government, in regard to both agriculture and mining. If Texas had no other interest than the enormous deposits of lignite that underlie one-fourth of its entire area, it would be a paying investment for the coffers of the State—to say nothing of the benefits to its citizens—to spend as much as the State spends on any entire institution, on investigations and experiments for improved operations in mining lignite and preparing it for economical use.

Co-operation with Colleges

The relations between a state university and secondary schools, especially the public high schools, constitute the most important of all fields of educational co-operation; but the main features of that co-operation belong to Part II of this study*—being affairs of internal organization and administration. Relations with other colleges of the state do not fall entirely within the express title of Part I—"Features of Organization for which the Legislature is Responsible," but the legislature is not without some direct responsibility. The colleges of every sort have all been created by the authority of the State, and their graduates offer their services and their degrees in a common market. "The State should concern itself," says Dr. Babcock, Specialist in Higher Education in the U. S. Bureau of Education, "with three things related to these colleges [not state institutions]: they should contribute to, and not undermine, the efficiency of education in the state; they should describe and maintain the definite standards which give them a

*See, also, an address by the present writer before the Department of Higher Education of the Southern Educational Association, Dec., 1911, on "The Proper Relation of the American University to the American High School," published in the 1911 volume of the Proceedings of the Association, in the Jan., 1912, issue of the Texas School Journal, in the Jan., 1912, issue of the American School Board Journal, and in the Sept., 1912, issue of the American Educational Review.

reason for being; and their education should be what it professes to be, so that the time and money of no student or citizen of the state shall be obtained under false pretenses or through misrepresentation. The law of the state of New York should be a model for other states in reforming their control of educational institutions within their borders." Speaking of the colleges of the whole country, the same writer tells the results of wide investigations, as follows:

"There is a wide difference in institutions bearing the name of college. Probably twenty-five per cent of the institutions calling themselves colleges or universities are doing little more than preparatory work. Another twenty-five per cent, or, perhaps, one hundred and fifty colleges, are doing only fairly effectively the first two years of a four years course. At least one hundred and fifty more are simply colleges, but well established upon the four years basis, with good endowments, and with reasonable prospects of permanence. . . .

"Recently there has come to our attention in the Bureau of Education the operations of several sorts of colleges or universities of questionable origin and practices. Some of them are pure fakes. Some of them proceed in objectionable ways to offer courses and degrees by correspondence, even in such subjects as dentistry, civil engineering, and electrical engineering. Another group cheapen degrees and scholarship by methods, which, if used in law or medicine, would be characterized as unprofessional. No effective attempt seems to have been made, either by the state university or by the state, within the states in which these institutions are located, to protect their own citizens, or those of other States who are reached by correspondence and advertising, from imposition by these offending or degenerate institutions. No state has a monopoly of the odium of granting charters indiscriminately. . . . Washington and Chicago are two chief centers of educational malpractice."

President Pritchett's remarks upon the most flagrant instance of neglect of legislative responsibility, conclude with a suggestion which indicates how far-reaching may be the obligation of every institution of higher education. In his Sixth Annual Report to

the Carnegie Foundation for the Advancement of Teaching, he says:

"Congress, occupied with its larger duties, has so neglected, as the local legislature for the district, to throw safeguards around the establishment of institutions that any three citizens, no matter how meagre their qualifications, may incorporate themselves as a university and confer any degree, except in medicine. It is not necessary for them to procure any endowment, to own any equipment, or even to have any habitat beyond a postoffice address. The curriculum is entirely within their control, and they might legally confer bachelor's, master's, and doctor's degrees upon every person in the United States, or in the universe, upon the sole condition of the willingness of the recipient. The only condition that is generally enforced is a financial one. Washington has therefore become logically the home of a large number of institutions whose dishonest practices are immensely aided by the apparent prestige of a location at the federal capital, and by the astounding privilege which enables these enterprises to say truly, that they are 'incorporated under the provisions of an Act of Congress.' It is impossible to believe that the many educated men in both houses of Congress will not gladly terminate this abuse, *whenever the college authorities that are among their constituents shall generally request it.*"

It would carry us beyond the sphere of this study to discuss the substance and limits of proper legislative control of colleges that are not state institutions. Recklessness in granting charters has been the mother of injurious colleges and universities, as well as of injurious industrial and financial combinations. The New York law would supply many practical suggestions.

There is no ground in Texas for hostile competition* between

*In most of the states such competition is disappearing, though evil consequences of the past still remain in some of them. President Pritchett has said: "Perhaps there is no state in the Union in which the unlimited competition between denominational, state, and local institutions has so fully done its perfect work as in Ohio. All forms of politics and religion abound within its borders. There is a tradition that any twig of doctrine transplanted to the Western Reserve will flourish like a green bay tree. However that may be, it is certainly

state and local and endowed institutions. True amity and sympathy prevail; and the systematic co-operation, which it is the purpose of these paragraphs to indicate, has been cordially begun. It may be serviceable, however, to state distinctly some of the reasons for some desirable methods of such co-operation.

Every strong state university must sooner or later face the duty of deciding which of the many colleges in its State shall receive its direct and open co-operation, and which shall be allowed to go their way without such endorsement. Dr. Babsock, in a paper on "Relations of the State University to the Colleges of the State," describes the general situation as follows:

"Hitherto the state university has not been in a position to discriminate very carefully, certainly not very positively and openly, in favor of institutions which are sturdy, well endowed, and loyal to good educational ideals. One state university, for example, has a scholarship for one graduate from each degree-granting institution within the state, assuming that the students who thus undertake graduate work at the university will all be substantially equal in preparation. This assumption is not justified by the facts; the university authorities know perfectly well that there is a wide difference in conditions and scholarship in the various institutions, and that these differences are reflected in the training of the students accredited.

"This easy-going acceptance of unequal degrees of different institutions is bound to pass away. Greater frankness and not less sympathy will be demanded from the state universities. With ten, twenty, or thirty colleges in the state, the university should make public recognition of the merits of the worthy, though it would not be necessary to speak equally frankly of the deficiencies of the weak or unworthy. Steps in this direction have been taken in several states. The University of Wisconsin has announced in its catalog a scheme of co-ordination of the

true that Ohio is the most be-colleged state in the Union. Over fifty institutions have been chartered by that generous commonwealth, with power to confer the learned and professional degrees; and I am told that a man can get more kinds of college degrees in Ohio for less money than in any other region, unless it be in Chicago, Ill., or Washington, D. C."

work of certain colleges with the work of the university, so that a student at the end of two years may transfer from the college to the university without loss of time or credits.

"Such a policy of discrimination requires courage, patience, tact, and frankness on the part of the colleges, as well as on the part of the university; but in the long run the colleges so co-operating will gain greatly. Some of those who choose to go their way without co-operation will inevitably disappear through death or by combination with other institutions; some will undertake only two years of college work. While the university cannot afford to assume the function of executioner of the weak, it can afford and should afford to announce definite alliance with efficient colleges, recognize their work, and assist them in doing it with ever progressively better results. I am not pleading for the colleges as such, but rather for the great mass of students who are now seeking college education.

"It would be a great gain to the university, to the colleges, and to students, if the university could perfect arrangements with the colleges that might say to students just graduating from the high school, 'Go to college A, or college B, whose curriculum, faculty, and equipment are satisfactory to us; do two, or three, or four years' work there; then come, if you will, to the university for advanced, or graduate, or professional work. I believe that one gain to the college in this process would be an increase in the number of students who remain at the college for four years, instead of dropping out at the end of two years; and the peculiar influence which the smaller college is supposed to exert upon the character of its students would be given opportunity to do its perfect work.

"I believe that one of the most serious wastes in the present administration of large state universities is through inadequate provision for the care and direction of freshmen and sophomores. The great institutions need to pass a self-denying ordinance that they will seek, not more freshmen, but fewer, that they will receive only so many as their resources of men and space will enable them to teach thoroughly and inspiringly. If the state university can go so far as this, . . . it will be . . . relieved of pressure upon its resources, . . . and can energize its advanced work and make it dominated by a real university spirit. . . .

"Most state universities have demonstrated the value of a system of accredited high schools for preparing students for the university. I

am confident that the development of a group of smaller colleges between the high schools and the upper-class or professional work of the university would in many states bring relief to the university, enlargement of beneficent influence to the college, a well directed education to the student, and economy to the whole higher educational system of that state."

Dean Birge of Wisconsin agrees with Dr. Babcock in recognizing the same trouble, and the University of Wisconsin and the best colleges in that State are now co-operating in the way which he advises as the best remedy or palliative for the trouble. The following statement by Dean Birge is quoted, however, because he indicates at least a partial cause of the trouble. He says:

"I don't know any state university with five thousand students that is striving for seven thousand. If there is anything that keeps us poor and makes us unhappy, it is the great number of low grade students we are obliged to accept. I have never known a year at the University of Wisconsin, and my recollection goes back forty years, when we have not had more students than we could fairly educate with the money we have had.

"It is a situation into which we have been pushed by pressure from the secondary schools; and I think our experience has been duplicated in many other state universities. We have recently enlarged, at great expense, the number of courses for which we will accept students. We have done this, not because we wanted the students, but in response to the demands of the representatives of the secondary schools. The high schools have accommodated their tuition very largely to those who never expect to go beyond, and who have reached the limit, or passed the limit, of their profitable study of books. As a consequence, students come to us who have not been handled in a vigorous way and have not received any adequate intellectual training. That is the fundamental trouble that confronts us."

President Pritchett in his Fourth Annual Report makes the same diagnosis as Dr. Babcock and Dean Birge:

"The state universities represent a wide range of educational equipment and of educational standards. Nevertheless while some of them are still weak, all have set before themselves the ideal of a strong institu-

tion crowning the state system of education with true college standards of admission and of scholarship. Among the agricultural and mechanical colleges, however, it is almost impossible to recognize any such common purpose. . . . A feature characteristic of both the state universities and the state colleges of agriculture and the mechanic arts is the oversupply of students. No one can study these large institutions without realizing that even the strongest and best of them are today hampered by the presence of more students than they can really care for, and that their efficiency is also diminished by the fact that a considerable proportion of students are admitted to nearly all of them who are not really ready for college."

The University of Texas has now over two thousand students for the regular term of enrollment—half of the number in the great and resourceful University of Wisconsin. There are clear indications of tendencies to extraordinary increase of the number of students in the near future. It, therefore, behooves the University of Texas to ponder well this question, remembering that prevention is better than cure.

Co-operation with Theological Seminaries

Theological seminaries are offered a method of co-operation with great universities that presents extraordinary advantages to the seminaries, and has proved to be most acceptable to the universities. If the churches would locate their theological seminaries in proximity to the university campus, each seminary would be instantly relieved of the cost of instruction in academic branches, and could devote all its resources to the distinctive work of the theological school. The quality and force of the theological instruction would be vastly improved, and the academic work would be done better than it would be possible to do it in an isolated seminary hampered by narrow means—insufficient for the double task. The students of the seminary would profit both ways.

The university, on its part, would have the satisfaction of enlightening and strengthening by its services a class of students

whose influence is destined to be further reaching than that of most men—thus fulfilling the university's chief object and aspiration. In so far as the seminary courses of instruction meet high standards of scholarship and vigor, the university should make many of them acceptable for credits in its own appropriate departments—history, language, philosophy, for instance.

The ideal co-operation thus briefly sketched has been realized between a theological seminary of the Presbyterian Church and the University of Texas.

If several large denominations would adopt the policy here recommended, a great and difficult problem would be solved. There is serious ground for President Van Hise's contention, that "theology should be taught in part in the universities, even in the state universities." It is true, as he says, that, "the universities cannot afford to ignore the science that gives unity to the world and life, and defines the nature of rational faith." But state universities in this country cannot meet his demand. It is not a theory, but a condition. On the contrary, there is no prejudice whatever on the part of the general public against the thorough and cordial co-operation here proposed, between a state university and a theological seminary situated in the same locality. A very generally desired end would be gained in a perfectly legitimate and dignified manner, well adapted—instead of repugnant—to the predilections of the American people. The only obstacle rests in the inertia or prejudices of the denominations themselves. But the spirit of the times is working in favor of this co-operative method: denominational prejudices are everywhere breaking down. Many denominations are establishing at many state universities (e. g., California, Kansas, Oregon, Texas, Wisconsin, etc.) halls or houses for the care and religious stimulation of university students affiliated with their churches. Their theological seminaries will follow.

Co-operation by Individual Citizens

It may be questioned whether generous men of wealth would use their means wisely by contributing to a state educational institution in the way of endowment for general purposes. It is probably better for the people that they should pay for the regular maintenance of any public enterprise vital to their own welfare. It is possible that a state university, or agricultural college, favored by large private endowment for general purposes, would be more poorly supported in the long run than if it had never received such a donation. On the other hand, a good building or land for buildings would be helpful. But there are always some needs of a sort that legislatures are prone to disregard or deny, to which a private gift could be most usefully applied; for instance, the *full* endowment of a chair in a subject, the importance of which the general public does not appreciate; or, a building erected to be a model of beauty and utility, and for a purpose likely to be neglected by the dispensers of public funds. There is a particular example of the kind last mentioned, which has some features of especial interest. With it I shall conclude the—at least thoughtful—suggestions that have been offered in this chapter.

In a recent issue of *Science* (June 26, 1912) Dr. Udden, of the University of Texas Bureau of Economic Geology, published a striking account of museum buildings in the United States. He found from the best available data that there are sixty-five buildings devoted to natural history museums in this country, and that the cost of the buildings had been \$37,232,000. He prepared a map, as here printed, to show graphically the location of all the museum buildings, and the startling vacuum in the Southwest. The following table gives some of the facts reported by Dr. Udden:



Groups of States	Number of Museums	Cost of Buildings
Six Middle States.....	16.....	\$17,478,000
Fifteen N. Central States.....	16.....	8,466,000
District of Columbia.....	2.....	4,400,000
Six New Eng. States.....	19.....	4,910,000
Eleven Mt. and Pacif. States.....	10.....	1,836,000
Two Southern States.....	2.....	142,000
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40 States and D. C.....	65.....	\$37,232,000

It was shown that not less than 21 of these museum buildings were built during the decade 1900-1909; that 36 of them, costing \$18,958,000, had been *private donations*; and that 15 of them, costing \$1,382,000, belonged to *universities*.

Dr. Udden's concluding remarks speak for themselves; he says in part: "It is evident that the growth of our museums is largely parallel with the growth of our national wealth and with the progress of higher education in our own country. It is during the last fifty years that American universities have begun to provide adequate facilities for higher education of the American youth.

"The irregularities in the series show that it does not represent the activities of any great number of individuals. The series is clearly an expression of a few potent factors, acting through the medium of exceptional men. . . . It requires a prophet's instincts and faith to make enormous investments looking to the awakening of living truths in the human intellect by the collection and care of what the average man would scorn as 'dry bones.'

"The map indicates roughly the geographic distribution and the course of westward travel of the scientific mind of our nation. It has blazed a trail from Boston via New York and Philadelphia, to San Francisco. It shows also the lingering effects of the world's most cruel war. Museums are the creations of intellect and

wealth. Our great civil war destroyed the wealth of the south. Hence the insignificant sum spent for museums in the south.

“A large vacant area appears in the southwest. The straight lines on the map, radiating from a point in the south part of this space, show the shortest distances to the nearest museums, where a naturalist in this region can take his collection for study. The indices at the proximal ends of these lines point to a place where the great museum of the southwest should be reared, a modern temple of science on the Mediterranean of the Occident. Here is an exceptional opportunity for the exceptional man. Will he see it?”





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